



New York City Council

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Finance Division

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Hearing on the Mayor's Fiscal Year 2011 Preliminary Budget

Libraries

March 16, 2010

Committee on Cultural Affairs, Libraries and International Intergroup Relations

Hon. James Van Bramer, Chair

Joint with Select Committee on Libraries

Hon. Vincent Gentile, Chair

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Summary and Highlights

Library services are provided through three independent systems: the Brooklyn Public Library (BPL), the New York Public Library (NYPL) and the Queens Borough Public Library (QBPL). These systems operate 209 local library branches throughout the City and four research library centers in Manhattan. The libraries offer free and open access to books, periodicals, electronic resources and non-print materials. Reference and career services, Internet access, and educational, cultural and recreational programming for adults, young adults and children are also provided. The libraries' collections include 377 electronic databases and more than 65 million books, periodicals and other circulating and reference items. The City provides for both direct operating support and energy costs in all facilities, which it does in part through prepayments in the current fiscal year.

Financial Summary for the Libraries

Dollars in Thousands

	2009 Actual	2010 Adopted	2010 Jan Plan	2011 Jan Plan	Difference 2010–2011*
Spending					
Research Libraries	\$31,946	\$28,101	\$26,977	\$19,453	(\$8,648)
NYPL	134,127	118,489	113,761	94,513	(19,248)
BPL	100,472	88,957	85,411	71,039	(17,918)
QBPL	99,763	87,156	83,683	69,320	(17,836)
TOTAL	\$366,307	\$322,703	\$309,832	\$254,325	(\$68,378)

*Adjusted for prepayments. Difference refers to the variance between the Fiscal 2010 Adopted Budget and the Fiscal 2011 January Plan.

Fiscal 2011 Preliminary Plan Highlights

- Elimination of Six-Day Service.** Under the Council's leadership, there have been two major accomplishments in reaching the goal of six-day service throughout the City: the five-day service funding agreement of \$40 million in Fiscal 2007 and then the six-day service funding agreement of \$43 million in Fiscal 2008 between the Administration and the Council (see the chart below). However, due to the emerging fiscal crisis, the libraries began facing budget cuts in Fiscal 2009 that threatened the newly created six-day service week, and the Council restored \$46 million in the Fiscal 2010 Adopted Budget to the libraries in order to maintain it. The Fiscal 2011 Preliminary Plan does not include this \$46 million restoration and does include a current fiscal year reduction of \$13 million and a \$22 million reduction in Fiscal 2011, eliminating six-day service at many locations and threatening five-day service at others.

Restorations to the Libraries

Dollars in Thousands

	2006	2007	2008	2009	2010
Council Restoration	\$32,899	\$903	\$900	\$16,000	\$46,598
Baseline Agreement	N.A.	40,000	40,000	40,000	40,000
Baseline Agreement II	N.A.	N.A.	42,700	42,700	42,700
Total Restorations	\$32,899	\$40,903	\$83,600	\$98,700	\$129,928

- **Headcount Reduction.** Headcount reductions are proposed in the Fiscal 2011 Preliminary Plan as a consequence of reduced funding. The majority of the proposed headcount would be through layoffs, not attrition. The projected layoff total for all three systems is approximately 1,313 positions, if all reductions are implemented in this Plan.

Council Funding

The Council has routinely provided supplemental or restorative funds to the City's operational subsidy for the research and branch libraries to ensure that these libraries are able to maintain necessary service hours and materials for all New Yorkers. The Council provided approximately \$46 million to restore cuts in the 2010 Adopted Budget to the library system. This funding is not included in the Fiscal 2011 Preliminary Budget.

FY 2010 Council Changes at Adoption by Program Area

Dollars in Thousands

Research Libraries		
PEG Restoration		\$6,924
	Subtotal	\$6,924
NYPL Branches		
PEG Restoration		\$15,834
	Subtotal	\$15,834
BPL		
PEG Restoration		\$11,870
	Subtotal	\$11,870
QBPL		
PEG Restoration		\$11,870
	Subtotal	\$11,870
	TOTAL	\$46,498

New York Public Library System

The New York Public Library includes 86 branch libraries in the Bronx, Manhattan and Staten Island. The four research libraries are the Library for the Performing Arts located at Lincoln Center, the Schomburg Center for Research in Black Culture located in Harlem, the Science, Industry and Business Library in Midtown and the main library on 5th Avenue and 42nd Street (Humanities and Social Science). In Fiscal 2009, the New York Public Library had a record high of 22.1 million in circulation and 17.9 million people in attendance.

Key Public Services Areas

- NYPL inspires lifelong learning by creating more able learners and researchers.
- NYPL advances knowledge by providing free and open access to materials and information that reflect New York's global perspective.
- NYPL strengthens the City's communities by promoting full citizenship and participation in society.

Critical Objectives

- Teach learning and information-navigation skills.
- Provide tools, resources, and great places to work.
- Identify, acquire, and preserve items that enhance NYPL's unique areas of expertise.
- Connect with other organizations whose materials complement NYPL.
- Promote the development of key skills and capabilities.
- Offer unique and authoritative materials of historical importance.

SOURCE: New York Public Library website

New York Public Library Financial Summary

Dollars in Thousands

	2009 Actual	2010 Adopted	2010 Jan Plan	2011 Jan Plan	Difference 2010–2011*
Manhattan	\$26,057	\$26,537	\$26,537	\$26,537	\$0
Bronx	24,568	24,722	24,722	24,722	0
Staten Island	10,237	10,298	10,298	10,298	0
Systemwide Services	71,902	55,570	50,842	31,594	(23,976)
Consultant & Advisory Services	1,362	1,362	1,362	1,362	0
TOTAL	\$134,127	\$118,489	\$113,761	\$94,513	(\$23,976)

**Difference refers to the variance between the Fiscal 2010 Adopted Budget and the Fiscal 2011 January Plan*

New York Research Library Financial Summary

Dollars in Thousands

	2009 Actual	2010 Adopted	2010 Jan Plan	2011 Jan Plan	Difference 2010–2011*
TOTAL	\$31,946	\$28,101	\$26,977	\$19,453	(\$8,648)

**Difference refers to the variance between the Fiscal 2010 Adopted Budget and the Fiscal 2011 January Plan*

Fiscal 2011 Preliminary Plan Actions

- **Budget Reductions.** The Fiscal 2011 Preliminary Plan has \$5.9 million in reductions in Fiscal 2010 and \$9.9 million in reductions in Fiscal 2011 and the outyears to the research and branch libraries. The plan does not include \$23 million restored in the Fiscal 2010 Fiscal Adopted Budget.

- **Impact on Headcount.** The overall funding reduction would result in a loss of 650 positions, with 600 positions eliminated through layoffs.
- **Impact on Service.** The average weekly hours of service would be reduced from 52 hours to 41 hours a week, which is an 11 hour reduction in service. There would be full six-day service at approximately 11 locations with the remaining locations open with reduced hours. The collections budget was reduced by 26 percent in the Fiscal 2010 Adopted Budget and additional reductions could jeopardize the integrity of the collection.

Capital Program

The ten-year capital program for the research and branch libraries totals \$122 million. The majority of this funding will support capital improvements and reconstruction of the branch libraries in Manhattan, the Bronx, and Staten Island.

FY 2010 Adopted Capital Commitment Plan

<i>Dollars in Thousands</i>	2010	2011	2012	2013	2014-2019
Expansion and Construction	\$5,175	\$417	\$0	\$6,878	\$0
Improvements To Existing Facilities	37,797	2,002	2,000	3,814	0
Essential Reconstruction Of Facilities	53,134	167	727	2,087	6,048
Reconstruction Necessary To Maintenance	1,019	0	0	0	0
Support Services Improvements	516	0	0	0	0
TOTAL	\$97,641	\$2,586	\$2,727	\$12,779	\$6,048

Performance Measures

The following performance measures were reported in the Preliminary Mayor's Management Report for the Research Libraries.

	FY 07	FY 08	FY 09	Target FY 10	Target FY 11	4- Month Actual FY 09	4- Month Actual FY 10
Average weekly scheduled hours	39.5	47.5	49.0	47.5	47.5	47.5	49.8
Libraries open six days per week (%)	25%	100%	100%	100%	100%	100%	100%
Reference queries (000)	616	564	453	625	625	163	141
Program sessions	2,208	1,605	1,187	1,600	1,600	308	313
Program attendance	59,979	59,643	70,038	60,000	60,000	16,292	17,568
Total library attendance (000)	1,805	2,010	2,381	2,000	2,000	808	860

The following performance measures were reported in the Preliminary Mayor's Management Report for the Branch Libraries.

	FY 07	FY 08	FY 09	Target FY 10	Target FY 11	4- Month Actual FY 09	4- Month Actual FY 10
Average weekly scheduled hours	39.5	51.7	51.9	51.7	51.7	51.7	52.6
Libraries open six days per week (%)	44%	100%	100%	100%	100%	100%	100%
Circulation (000)	16,557	19,588	22,104	19,500	19,500	7,263	6,892
Reference queries (000)	7,651	7,794	8,058	8,000	8,000	2,706	6,690
Program sessions	25,922	30,968	38,613	30,900	30,900	11,772	12,671
Program attendance	549,850	630,417	781,899	630,000	630,000	245,493	236,263
Total library attendance (000)	13,190	14,224	15,608	15,000	15,000	5,387	5,369

Brooklyn Public Library System

The Brooklyn Public Library consists of 60 branch libraries in the borough of Brooklyn including a Business Library and Central Library. Over the past year, the Brooklyn Public Library has seen its circulation rise about two percent or over 16.8 million and its attendance rise about seven percent or 872,000 people. Additionally, the use of holds, which allow customers to order a book when it becomes available for delivery to the library of their choice, grew by more than 13 percent or almost 1 million.

Key Public Services Areas

- BPL ensures the preservation and transmission of society's knowledge, history and culture.
- BPL provides the people of Brooklyn with free and open access to information for education, recreation and reference.

Critical Objectives

- To be a vital center of knowledge for all.
- To be accessible 24 hours a day through technology and quality service.
- To be a leader in traditional and innovative library services.
- To reflect and promote the diverse and dynamic spirit of the people of Brooklyn.

SOURCE: Brooklyn Public Library website

Brooklyn Public Library Financial Summary

Dollars in Thousands

	2009 Actual	2010 Adopted	2010 Jan Plan	2011 Jan Plan	Difference 2010–2011*
TOTAL	\$100,472	\$88,957	\$85,411	\$71,039	(\$17,918)

**Difference refers to the variance between the Fiscal 2010 Adopted Budget and the Fiscal 2011 January Plan*

Fiscal 2011 Preliminary Plan Actions

- **Budget Reductions.** The Fiscal 2011 Preliminary Plan has \$3.6 million in reductions in Fiscal 2010 and \$6.2 million in reductions in Fiscal 2011 and the outyears to the branch libraries. The plan does not include \$11.8 million restored in the Fiscal 2010 Fiscal Adopted Budget.
- **Impact on Headcount.** The overall funding reduction would result in a loss of 484 positions, with 363 positions eliminated through layoffs.
- **Impact on Service.** The average weekly hours of service would be reduced from 44 hours to 31 hours a week, which is a 13 hour reduction in service. The system would temporarily close 14 branch libraries. There would be six-day service at approximately 11 locations with the remaining locations providing five-day service. The other than personal spending budget was reduced previously, but there would be additional cuts in spending on programs, marketing/advertising, and staff development. Again, additional reductions could jeopardize the integrity of the collection.

Capital Program

The ten-year capital program for BPL totals \$62 million. The majority of this funding will support capital improvements and reconstruction of the branch libraries.

FY 2010 Adopted Capital Commitment Plan

<i>Dollars in thousands</i>	2010	2011	2012	2013	2014-2019
Rehabilitation and Relocation	\$9,814	\$0	\$0	\$0	\$0
Essential Reconstruction Of Facilities	31,957	4,735	500	6,819	4,619
Reconstruction Necessary To Maintenance	2,968	242	56	371	0
Support Services Improvements	29	0	0	0	0
TOTAL	\$44,498	\$4,977	\$556	\$7,190	\$4,619

Performance Measures

The following performance measures were reported in the Preliminary Mayor's Management Report for BPL.

	FY 07	FY 08	FY 09	Target FY 10	Target FY 11	4- Month Actual FY 09	4- Month Actual FY 10
Average weekly scheduled hours	37.9	46.7	46.0	44.3	44.3	46.7	44.3
Libraries open six days per week (%)	100%	100%	100%	100%	100%	100%	100%
Circulation (000)	16,497	16,825	17,273	20,000	20,000	5,960	5,964
Reference queries (000)	3,148	3,450	3,436	3,500	3,500	1,144	1,676
Program sessions	37,634	43,862	46,091	38,500	38,500	15,089	13,909
Program attendance	850,756	894,648	868,616	1,000,000	1,000,000	299,173	254,744
Total library attendance (000)	12,411	12,915	13,225	14,000	14,000	4,425	4,408

Queens Borough Public Library

The Queens Borough Public Library consists of 63 branch libraries including the Langston Hughes Library and Cultural Center and a Central Library. Currently, the library system has over 800,000 people who carry a Queens Library card and nearly 50,000 people visit a branch library each day.

Key Public Services Areas

- QBPL provides quality services, resources, and lifelong learning opportunities through books and a variety of other formats to meet the informational, educational, cultural, and recreational needs and interests of its diverse and changing population.
- QBPL is a forum for all points of view and adheres to the principles of intellectual freedom.

Critical Objectives

- QBPL works to meet the needs of its diverse customer base is first and foremost.
- QBPL values the importance of providing rapid and comprehensive access to knowledge and information and strive to constantly improve the services we provide to our customers.
- QBPL is an active partner in the development and implementation of technology to ensure that access to knowledge and information will be equitably available to all.
- QBPL values the individuality and integrity of each customer and each employee.
- QBPL fosters an environment in which creativity, productivity and individual responsibility are encouraged, recognized and rewarded.

SOURCE: Queens Borough Public Library website

Queens Public Library Financial Summary

Dollars in Thousands

	2009 Actual	2010 Adopted	2010 Jan Plan	2011 Jan Plan	Difference 2010–2011*
TOTAL	\$86,940	\$87,156	\$83,683	\$69,320	(\$17,836)

*Difference refers to the variance between the Fiscal 2010 Adopted Budget and the Fiscal 2011 January Plan

Fiscal 2011 Preliminary Plan Actions

- **Budget Reductions.** The Fiscal 2011 Preliminary Plan has \$3.5 million in reductions in Fiscal 2010 and \$6 million in reductions in Fiscal 2011 and the outyears to the branch libraries. The plan does not include \$11.8 million restored in the Fiscal 2010 Fiscal Adopted Budget.
- **Impact on Headcount.** The overall funding reduction would result in a loss of 443 positions, with 350 positions eliminated through layoffs.
- **Impact on Service.** The average weekly hours of service would be reduced from 40 hours to 35 hours a week, which is a five hour reduction in service. There would be six-day service at approximately 13 locations with the remaining locations providing four- to five-day service. The system would maintain

a ten percent reduction to its book budget and other reductions to its other than personal service spending.

Capital Program for QBPL

The ten-year capital program for QBPL totals \$111 million. The majority of this funding will support new construction and capital improvements and reconstruction of the branch libraries.

FY 2010 Adopted Capital Commitment Plan

<i>Dollars in thousands</i>	2010	2011	2012	2013	2014-2019
Replacement Branches	\$50,545	\$2,000	\$0	\$7,297	\$43
Essential Reconstruction Of Facilities	4,175	0	583	1,022	3,048
Reconstruction Necessary To Maintenance	15,085	2051	0	5,120	1,679
Support Services Improvements	516	0	0	0	516
TOTAL	\$86,996	\$4,051	\$583	\$14,914	\$4,770

Performance Measures

The following performance measures were reported in the Preliminary Mayor's Management Report for QBPL.

	FY 07	FY 08	FY 09	Target FY 10	Target FY 11	4- Month Actual FY 09	4- Month Actual FY 10
Average weekly scheduled hours	38.7	43.7	45.6	43.8	43.8	43.6	43.8
Libraries open six days per week (%)	37%	100%	97%	100%	100%	100%	100%
Circulation (000)	21,034	22,800	23,018	22,000	22,000	7,814	8,143
Reference queries (000)	3,512	3,950	3,709	3,475	3,475	NA	1,248
Program sessions	21,865	24,500	30,101	24,500	24,500	11,151	9,336
Program attendance	455,815	535,932	595,000	535,000	535,000	229,038	226,193
Total library attendance (000)	13,474	15,288	14,824	14,000	14,000	5,347	5,163

Appendix A: Budget Actions in the November and January Plans

<i>Dollars in Thousands</i>	FY 2010			FY 2011		
	City	Non-City	Total	City	Non-City	Total
NYPL Research	\$28,101	\$0	\$28,101	\$21,145	\$0	\$21,145
NYPL	118,489	0	118,489	102,451	0	102,451
BPL	88,957	0	88,957	76,935	0	76,935
QBPL	87,156	0	87,156	75,065	0	75,065
Agency Budget as of June 2009 Plan	\$322,703	\$0	\$322,703	\$275,596	\$0	\$275,596
Program to Eliminate the Gap (PEGs)						
NYPL Research	(\$1,124)	\$0	(\$1,124)	(\$1,692)	\$0	(\$1,692)
NYPL	(4,743)	0	(4,743)	(8,203)	0	(8,203)
BPL	(3,561)	0	(3,561)	(6,161)	0	(6,161)
QBPL	(3,489)	0	(3,489)	(6,010)	0	(6,010)
Total, PEGs	(\$12,917)	\$0	(\$12,917)	(\$22,066)	\$0	(\$22,066)
Other Adjustments						
NYPL (CEO Funding)	15	0	15	265	0	265
BPL (CEO Funding)	15	0	15	265	0	265
QBPL (CEO Funding)	15	0	15	265	0	265
Total, Other Adjustments	\$45	\$0	\$45	\$795	\$0	\$795
NYPL Research	\$26,977	\$0	\$26,977	\$19,453	\$0	\$19,453
NYPL	113,761	0	113,761	94,513	0	94,513
BPL	85,411	0	85,411	71,039	0	71,039
QBPL	83,682	0	83,682	69,320	0	69,320
Agency Budget as of January 2010 Plan	\$309,831	\$0	\$309,831	\$254,325	\$0	\$254,325